

FREDERICK COUNTY PLANNING COMMISSION

December 13, 2017

TITLE: Villages of Urbana – Sect. M-1E
(Live-Work Units, Lots 1685-1694)

FILE NUMBER: SP-01-36, AP# 17167 (APFO# 17168;
FRO# 17169)

REQUEST: **Combined Preliminary/Site Plan Approval**
The Applicant is requesting Combined Preliminary/Site Development Plan approval to subdivide the existing 0.85 acre PUD-zoned parcel into ten (10) live-work unit lots.

PROJECT INFORMATION:

ADDRESS/LOCATION: Located on the south side of Worthington Boulevard at its intersection with John Simmons Street in the Town Center area of the Villages of Urbana PUD

TAX MAP/PARCEL: TM 96; Parcel 67 (formerly Lots 1325 & 1326)

COMP. PLAN: Planned Unit Development (PUD)

ZONING: Low Density Residential (LDR)

PLANNING REGION: Urbana

WATER/SEWER: W-1;S-1

APPLICANT/REPRESENTATIVES:

APPLICANT: Monocacy Land Company LLC

OWNER: Monocacy Land Company LLC

ENGINEER: Rodgers Consulting

ARCHITECT: N/A

ATTORNEY: N/A

STAFF: Denis Superczynski

RECOMMENDATION: Conditional Approval

ATTACHMENTS:

EXHIBIT 1- Site Plan Rendering
EXHIBIT 2- Proposed Buildings – Exterior Illustrations

STAFF REPORT

Development Request

The Applicant is requesting Preliminary Subdivision/Site Development Plan approval for ten (10) Live-Work units in the Town Center Overlay area within the Villages of Urbana PUD. The Live-Work units would replace 24,826 sf of commercial/retail space, in two separate structures, previously considered and identified (*but not Site Plan approved*) in earlier review phases of the PUD.

Plan Details:

- **Two sets of 3-story Live-Work units** – Each set of units is comprised of five (5) attached structures (maximum 45 ft. in height) on individual lots of from 1,341 s.f., to 3,052 s.f. in size (footprint). The two largest units are designed as visual ‘anchors’ on the two corners of John Simmons Street
- **Two public plaza areas** located at the rear of each building block
- **Architectural articulation** – Structures are designed as transitional elements between the full commercial/retail/institutional structures on the north side of Worthington Blvd. and the residential structures located south of the PUD’s town center main street.

The proposed land use for Lots 1685-1694 would be categorized as ‘live-work units’, with a permitted set of non-residential uses defined as those uses available within the Village Center Zoning District (per §1-19-5.310 Table of Uses). All proposed uses are principal permitted uses in the VC Zoning District.

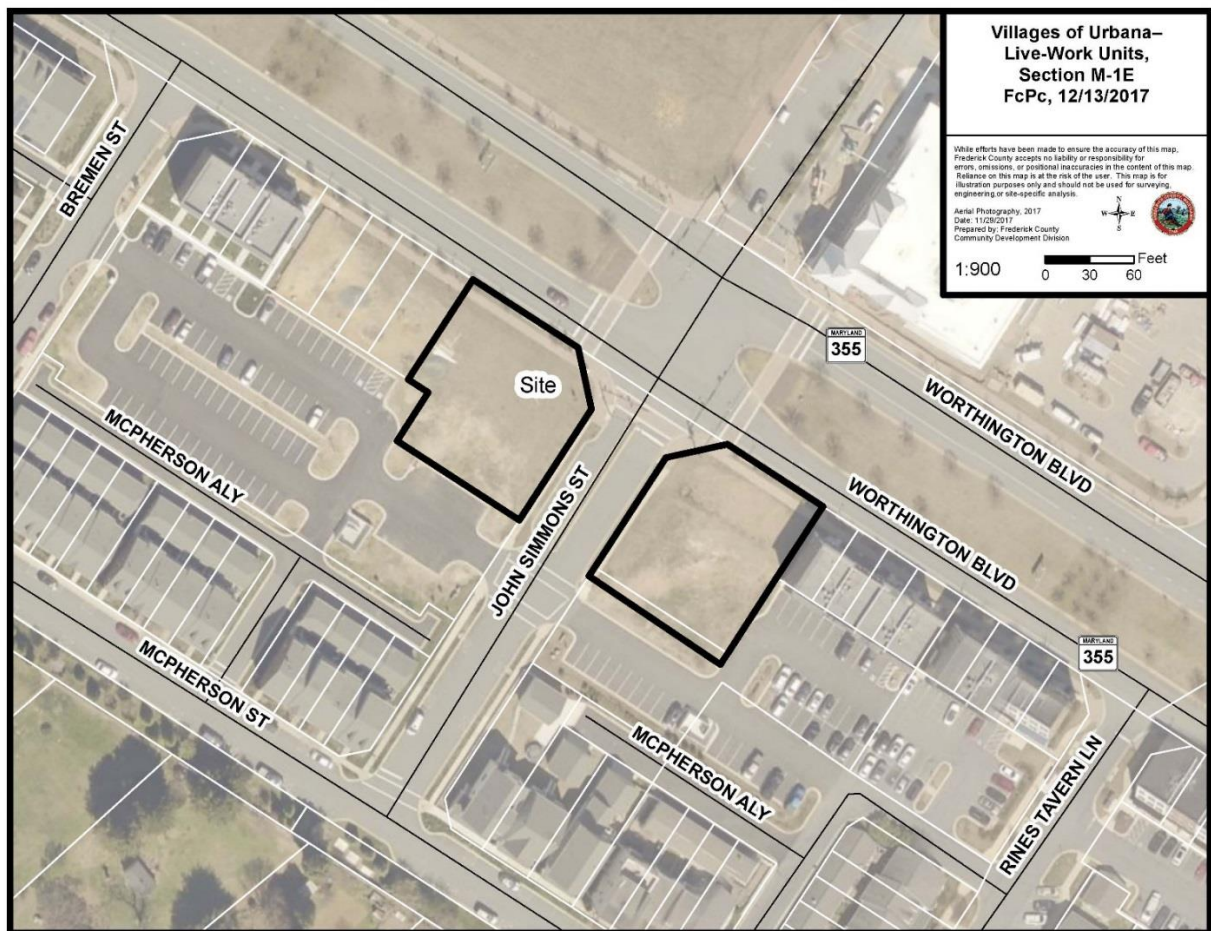


Figure 1- General aerial view showing site

BACKGROUND

Development History

The Planning Commission granted Phase II Plan approval for this PUD in February 2001 after several earlier iterations were revised. The proposed live-work units are included in the Town Center Overlay area with a general use category described as follows:

Residential/Employment/Commercial – includes residential uses (single-family detached, townhouses, multi-family and elderly housing) and/or all employment/commercial (excepting Limited Industrial uses) that have a residential character and scale in keeping with the PUD, and can be located on the same lot or within the same structure.

Land use mixture and design requirements in the PUD are generally established in Section 1-19-10.500 of the Zoning Ordinance. Section 1-19-10.500.6 (C) establishes criteria by which the Planning Commission may determine the mix of particular land uses based on available opportunities within a reasonable distance of the proposed project for retail, commercial, and employment uses; access to transportation options such as pedestrian, bicycle, and transit; and, whether the proposed mix of uses is consistent with the Comprehensive Plan or adopted Community & Corridor Plans.

The Applicant proposes unique setbacks in order to accommodate a neo-traditional, urban setting for the mix of uses on these lots fronting Worthington Boulevard. The proposed layout follows the pattern established by adjacent live-work units constructed over the past decade along Worthington Boulevard. Over the course of eleven years, the dimensional standards, setbacks, landscape requirements, yard requirements, lighting standards, and parking requirements have been established for these lots, albeit in their former iteration as two commercial/retail buildings. The most recent Site Plan document (AP#16020) established a revised pattern for the drive aisles and relocated the dumpster pad.

A total of five (5) previous site plan applications have addressed most of the site plan standards requiring review on this parcel and adjacent parcels (AP#4818, AP#9683, AP#10297, AP#10891, AP#12097, and AP#16020).

Existing Site Characteristics

The Site is currently in a pre-development state with much of the infrastructure installed in previous phases of development for adjacent lots and sections in the PUD.

The total area of the combined parcel is approximately 0.85 acres.

Construction of frontage improvements were undertaken as part of a comprehensive relocation of MD 355 from the former Urbana Pike corridor to the current Worthington Boulevard corridor.

Surrounding land uses include: the Villages of Urbana town center commercial area (shops, restaurants, library), single-family residential uses along McPherson Street on the south side of the subject site block, and several small retail and office uses within a few hundred feet of the subject Site in previously developed live-work units. One of the final land bays remaining to be developed in the PUD is located north of this Site (across Worthington Boulevard).

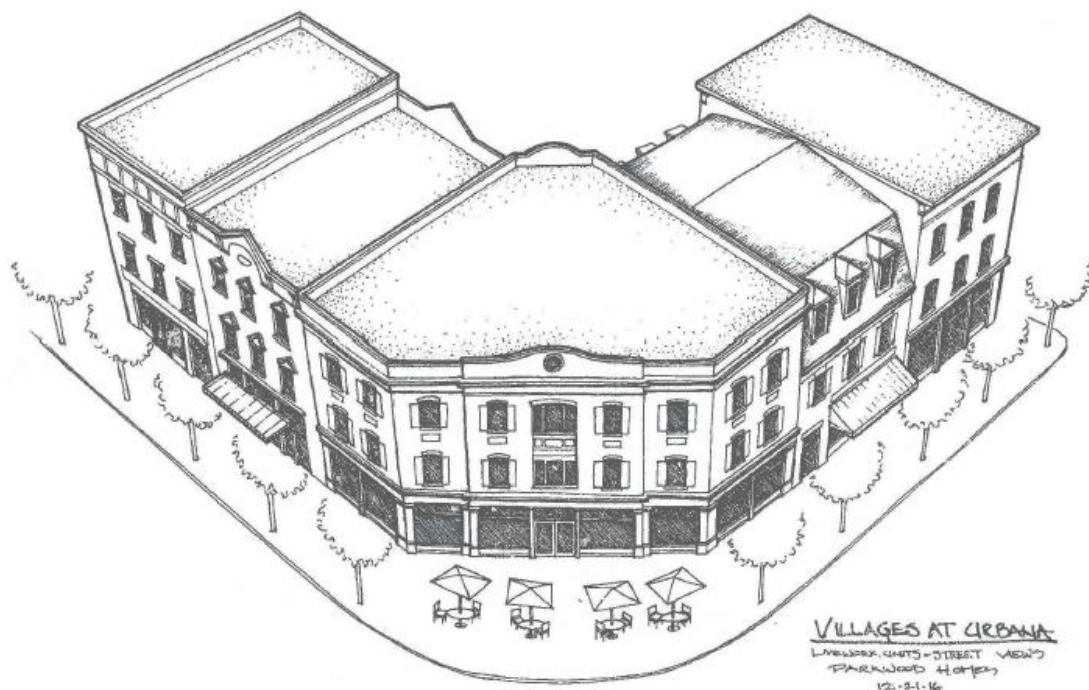
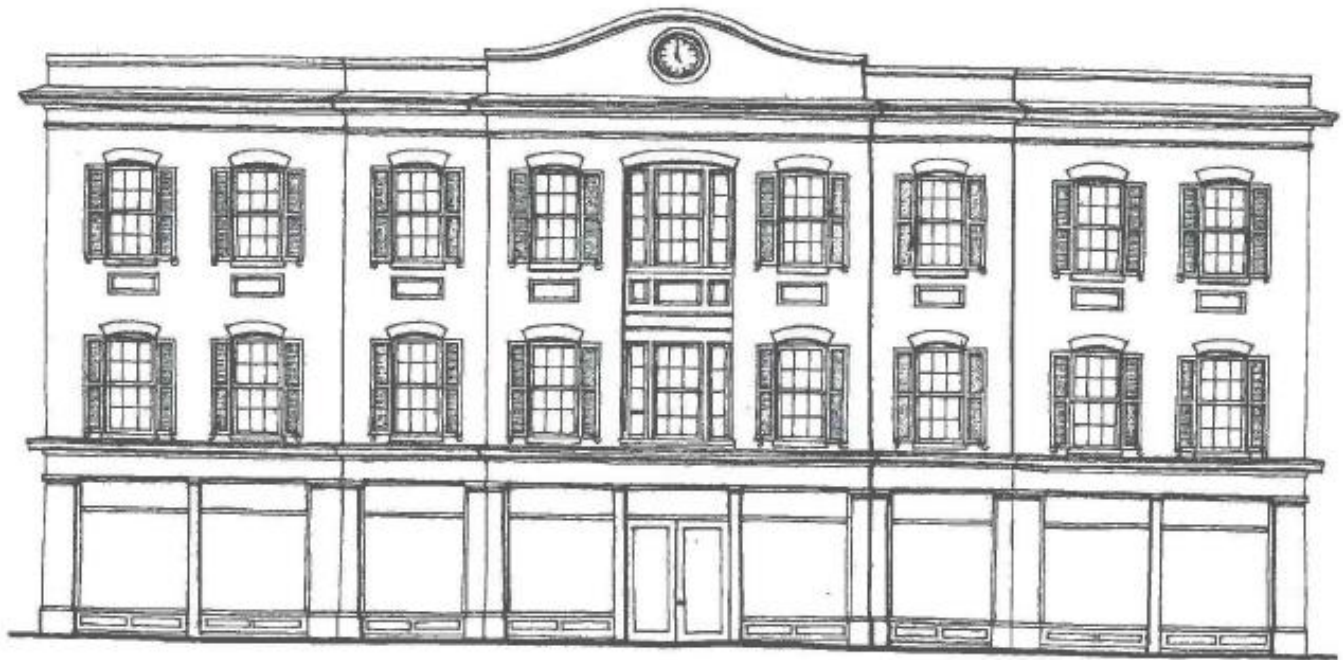


Figure 2 - Renderings of proposed plan for the site showing proposed buildings.



URBANA - CORNER LIVEWORK UNIT
 $1/8" = 1'-0"$ PARKWOOD HOMES 12-19-16



Figure 2 - Renderings of proposed plan for the site showing proposed buildings.

ANALYSIS

Summary of Development Standards Findings and Conclusions

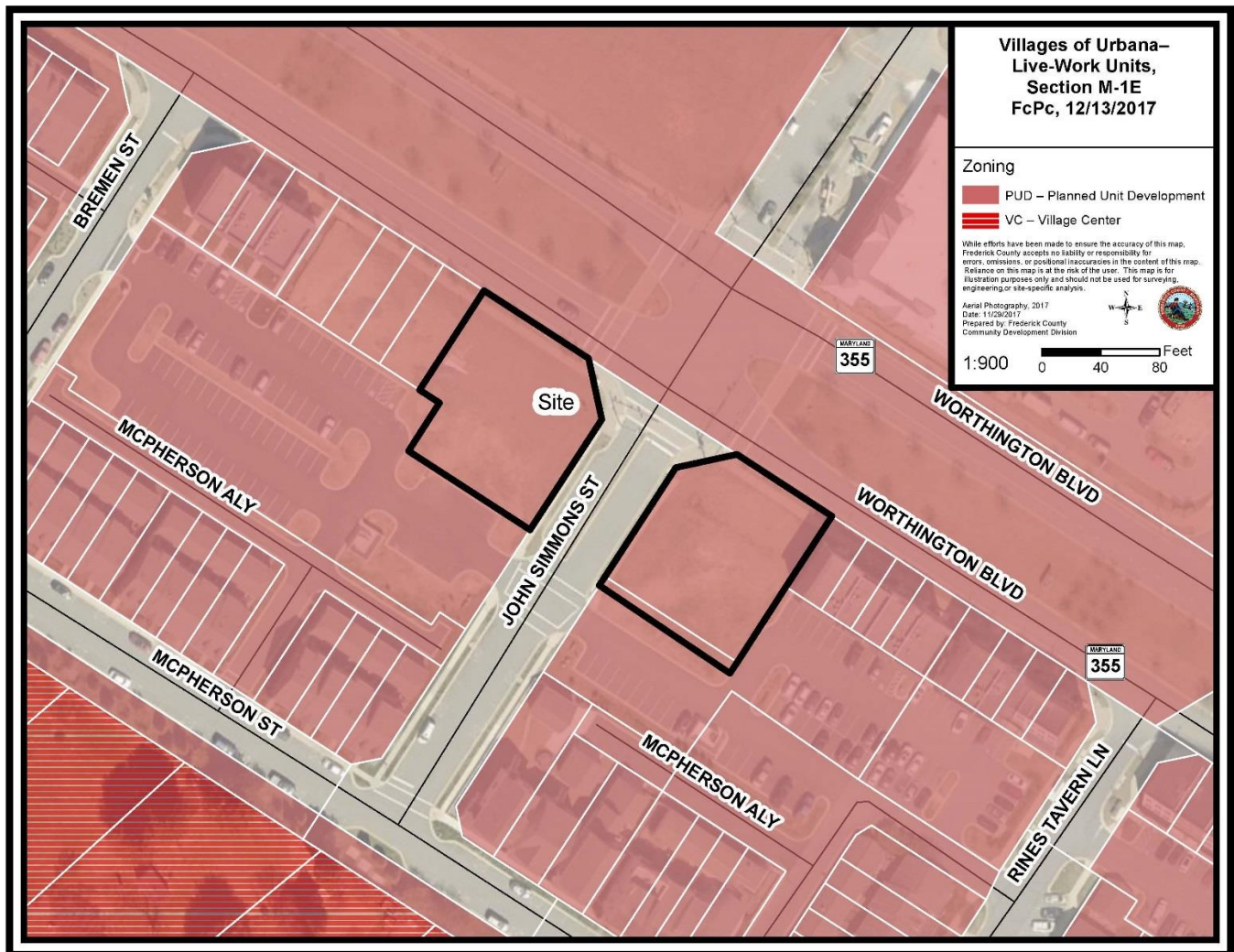


Figure 3- Zoning of site and vicinity in Urbana.



Typical Live-Work units along Worthington Boulevard



Figure 4- Typical live-work units along Worthington Boulevard – adjacent to Subject Site

Detailed Analysis of Development Standards

Site Development Plan Approval shall be granted based upon the criteria found in:

Site Development §1-19-3.300.4 (A): *Existing and anticipated surrounding land uses have been adequately considered in the design of the development and negative impacts have been minimized through such means as building placement or scale, landscaping, or screening, and an evaluation of lighting. Anticipated surrounding uses shall be determined based upon existing zoning and land use designations.*

Findings/Conclusions

1. **Dimensional Requirements/Bulk Standards:** The Zoning Ordinance establishes the basis for determining dimensional standards in the PUD District, per §1-19-7.500.9(D). The ordinance provides for the establishment of dimensional standards on a site-by-site basis, at the time of site plan review, by the Planning Commission. The proposed dimensional standards are wholly consistent with the pattern of setbacks established along the southern frontage of Worthington Blvd with the development of several similar live-work units in past years.

Given the nature and location of the existing surrounding and confronting structures, as well as the design of the public street and sidewalk, the setbacks as provided are in keeping with the pattern established in the PUD district and are consistent with standards already approved for this Site and adjacent lots in prior plans.

Live-Work Units Lots 1-3

Maximum Height Allowed: 45 ft. (based upon previous approvals of adjacent live-work units)

Maximum Height Proposed: 45 ft.

Front Yard Provided: 15 ft. (Worthington Blvd frontage)

Front Yard Provided: 5 ft. (John Simmons St. frontage)

Rear Yard Provided: 5 ft. (to accommodate public plaza areas)

Side Yard Provided: 4 ft. (four 'end units' only)

Staff finds that the proposed building height and setbacks (BRLs) are consistent with Section 1-19-7.500.9(D) of the Zoning Ordinance.

Landscaping §1-19-6.400: The landscaping plan, which contains a variety of native and non-native plant species (with an emphasis on native species), provides screening and shade cover over a significant portion of the existing and proposed parking areas, and successfully integrates trees and four-season shrubs into the urbanized landscape.

Street Trees

The Applicant has provided four (4) of the six (6) required street trees along the John Simmons Street frontage (6 trees required for 210 lf @ 1 per 35 feet of frontage). The Applicant has previously planted four (4) street trees (columnar oaks) along the Worthington Boulevard frontage within the 'tree band' between the sidewalk and curb. Staff finds that the Applicant exceeds the required number of street trees for this Site Plan (8 trees provided).

Parking Area Landscaping

Planting areas have been established - through prior development of the rear parking areas adjacent to the plazas – and will be enhanced by additional four-season shrubs and ornamental trees on the subject Site.

The live-work units allow for business entrances along the rear facades of the buildings, essentially creating dual-frontage retail spaces. In this environment, on-site landscaping has been provided which seeks to enhance the pedestrian experience on all sides of the proposed structures.

Transportation and Parking §1-19-3.300.4 (B):

The transportation system and parking areas are adequate to serve the proposed use in addition to existing uses by providing safe and efficient circulation, and design consideration that maximizes connections with surrounding land uses and accommodates public transit facilities. Evaluation factors include: on-street parking impacts, off-street parking and loading design, access location and design, vehicular, bicycle, and pedestrian circulation and safety, and existing or planned transit facilities.

1. **Access/Circulation:** The design of the proposed development relies on multiple vehicular access points from Worthington Blvd, John Simmons Street, McPherson Street, Bremen Street, and Rines Tavern Lane. Vehicular access points have been approved, and constructed through previous adjacent site plan approvals.

Pedestrian facilities in this Site Plan numerous and well-connected to the network of sidewalks already established throughout the PUD. Each unit is served by dual pedestrian entrances including the shared public plaza areas on the units' rear frontage.

2. **Public Transit:** The Site is not directly served by public transit, however the Urbana Park and Ride facility is located within walking distance of the Site where access to commuter bus connections are available.
3. **Parking:** Section 1-19-6.220 of the Zoning Ordinance: Parking for Sections M-1D & M-1E of the Villages of Urbana (within which the Subject Site is included) has been constructed over the past decade as each subsection has been approved, subdivided, and developed. Previously approved sections have included townhouses, single-family detached dwellings, and live-work units. The Subject Site that is the focus of this Application includes 10 live-works units that carry a requirement for 69 parking spaces (@ 6.25 spaces per unit x 10 units = 69 spaces). All parking for this proposed development is part of the shared parking areas located to the rear of the structures in the two urban blocks on which the new live-work units sit.

As delineated in this Application, the Site Plan area itself contains 20 parking spaces. The two urban blocks that contain parking for this project would provide a total of 156 parking spaces, including the balance of the required parking for the 10 new live-work units, or 49 spaces.

Staff has no objection to the parking plan proposed for this Site which represents the final developed segment of the M-1D/M-1E section of the PUD and incorporates existing parking spaces constructed in support of this, and previous approvals.

Loading Spaces

No loading spaces are required for live-work units. However, in functional terms, there are spaces located in close proximity to the rear building entrances which could serve as loading areas for the

smaller trucks and cargo vans most likely to service the activities in the live-work units, particularly during non-business hours.

4. **Pedestrian Circulation and Safety §1-19-6.220 (G):**

The Applicant has demonstrated that the Site meets the pedestrian access requirements as established by the Zoning Ordinance and other relevant codes and standards.

5. **Bicycle Parking §1-19-6.220 (H):** No bicycle parking is required for live-work units. In practice, the availability of accessible bicycle parking would benefit the neighborhood and should be provided within a reasonable distance of the business entrances.

The Applicant should provide evidence of nearby bicycle parking or be prepared to provide a minimum of two (2) racks to approximate the code requirement for commercial uses (staff assumption is that 2/3 of the required parking for live-work units is to accommodate non-residential traffic – therefore 40 of the required 63 vehicular parking spaces would result in a requirement of 2 bicycle racks for the proposed site plan).

Public Utilities §1-19-3.300.4 (C): *Where the proposed development will be served by publicly owned community water and sewer, the facilities shall be adequate to serve the proposed development. Where proposed development will be served by facilities other than publicly owned community water and sewer, the facilities shall meet the requirements of and receive approval from the Maryland Department of the Environment/the Frederick County Health Department.*

Findings/Conclusions

1. **Public Water and Sewer:** The Site is to be served by public water and sewer infrastructure and is classified W-1; S-1 in the Frederick County Water and Sewerage Plan.

Natural features §1-19-3.300.4 (D): *Natural features of the site have been evaluated and to the greatest extent practical maintained in a natural state and incorporated into the design of the development. Evaluation factors include topography, vegetation, sensitive resources, and natural hazards.*

Findings/Conclusions

1. **Topography:** The Site is relatively flat.
2. **Vegetation:** Most of the Site was previously disturbed and is in a development-ready state.
3. **Sensitive Resources:** There are no sensitive resources located on the Site.
4. **Natural Hazards:** There are no natural hazards located on the Site.

Common Areas §1-19-3.300.4 (E): *If the plan of development includes common areas and/or facilities, the Planning Commission as a condition of approval may review the ownership, use, and maintenance of such lands or property to ensure the preservation of such areas, property, and facilities for their intended purposes.*

Findings

The two proposed public plazas will remain on private property controlled by the commercial condominium association or HOA, but will be generally open to public use. The spaces are intimate, well-designed, and well-suited to optimize pedestrian access to the proposed live-work units.

Analysis of Subdivision Requirements

Land Requirements §1-16-217 (A): *The land use pattern of the Comprehensive Plan and the district regulations of the zoning ordinance shall form the basic theme of the design pattern of the proposed subdivision.*

Utilizing the project's combined 0.85 acres results in a net residential density of 11.7 units/acre, which is consistent with the density guidelines contained in the Comprehensive Plan as well as in the previously approved Phase 1 gross density guidelines for the PUD. The pattern of lot subdivision proposed in this plan results in a design no unlike that of nearby townhouse blocks and is appropriate in the context of the town center overlay area established in the PUD.

Land Requirements §1-16-217 (B): *The subdivision design shall take advantage of the uniqueness of the site reflected by topography, soils, the wooded areas, water bodies and the relationship to adjoining subdivisions and land uses, both proposed and existing.*

The proposed subdivision occurs on previously disturbed land in Urbana's new town center. Adjacent to both historic structures as well as new construction in the Villages of Urbana PUD, this project serves as an appropriate infill development acknowledging and respecting existing land uses while contributing to the healthy mix of land uses originally envisioned for this project. The proposal to convert the previously approved commercial lots (2) into live-work unit lots (10) occurs within the context of over 20 previously constructed live-work units and hundreds of previously constructed townhouses that are similar in scale and massing.

Road Access Requirements. §1-16-12 (B): *The proposed subdivision must have access to 1 or more paved collector or higher classification road(s) either directly, or via continuous and adequate public roads, in the direction(s) determined by the Planning Commission. The road(s) which provide the most direct access route to the proposed subdivision for the closest emergency response service must also be adequate.*

The proposed subdivision will be served with access to multiple roadways including a State arterial roadway (Worthington Blvd/MD 355).

Street, Common Driveway, and Sidewalk Construction. §1-16-109. The Plan includes sidewalks, 5-ft. to 10 ft. in width, along Worthington Blvd and John Simmons Street. Two short segments of sidewalk that front on approximately seven parking spaces are 4 ft. in width.

Lot Size and Shape. §1-16-219 (A): *The size, width, depth, shape, orientation and yards of lots shall not be less than specified in the zoning ordinance for the district within which the lots are located and shall be appropriate for the type of development, the use contemplated and future utilities.*

The proposed development is located on property zoned PUD. As provided in the Zoning Ordinance, the design and dimensional requirements in the PUD zoning district are established at Site Plan review by the Planning Commission utilizing the guidelines and standards established in Section 1-19-10.500.9.

The proposed dimensional standards are consistent with surrounding development in the PUD and support the urban design goals forwarded by the Applicant in this, and other associated proposals in the Villages of Urbana.

Water and Sewer Facilities. Public Facilities §1-16-12 (C): *The proposed subdivision shall be disapproved unless each building lot has been approved for individual and/or community sewerage and water facilities by the Health Department.*

The property has a current water and sewer classification of W-1/S-1.

Parks. §1-16-111:

Park land dedication has been provided through the Phase I and Phase II review process. The public plazas provided at the rear of each block enhance the experience of the Site, and neighborhood, by providing pedestrian respite and a pleasing environment for residents and customers of this and surrounding blocks.

Subdivision Regulation Requirements Findings/Conclusions:

The project will meet all Subdivision Regulation requirements once all agency comments and conditions have been resolved.

Findings/Conclusions

Based upon the review and analysis as provided above, Staff finds that the Combined Preliminary/Site Development Plan meets the Development Standards within the PUD zoning district. Staff also finds that the application meets the site plan review criteria as set forth in §1-19-3.300.4 including items related to site development, transportation, parking, public utilities, natural features, and common areas, as well as those criteria established for Preliminary Subdivision Plans in Chapter 1-16 Subdivision Rules and Regulations.

Other Applicable Regulations

APFO – Chapter 1-20:

Schools – This project will generate the following number of students:

Rate:	Live-Work Units-Student Generation Rate = 1 student per 7 units
Proposed Live-Work Units:	10 units
Total students generated:	2 students

Water and Sewer - The Property has water and sewer classification of W-1/S-1 in the County's Master Water and Sewer Plan. Public water and sewer service is available to the Site.

Roads –.

Road impacts, and required improvements/mitigation, are covered under the terms of an APFO LOU dated June 13, 2013. There are no outstanding mitigation efforts linked to the approval of this Site Plan.

All APFO requirements for this Combined Preliminary/Site Plan application are satisfied under the terms of the existing APFO LOU dated June 13, 2013.

Forest Resource – Chapter 1-21:

FRO mitigation was provided under the previously approved FRO plan (FF#110) in 2004.

Historic Preservation – Chapter 1-23:

No existing historic or cultural resource is adversely affected by the proposed Combined Preliminary/Site Plan.

Summary of Agency Comments

Other Agency or Ordinance Requirements	Comment
Development Review Engineering (PWDR):	Approved
Development Review Planning:	Conditionally Approved
State Highway Administration (SHA):	Waived
DUSWM	Conditionally Approved
Historic Preservation	Approved
Forest Resource (FRO)	Approved
Health Dept.	Approved
Office of Life Safety	Approved
Street Naming	Approved
DPDR Traffic Engineering	Conditionally Approved
APFO	Conditionally Approved

RECOMMENDATION

Staff has no objection to conditional approval of the proposed Combined Preliminary/Site Development Plan. If the Planning Commission conditionally approves the plan, the site plan is valid for a period of three (3) years from the date of Planning Commission approval and will therefore expire December 13, 2020. The Preliminary Subdivision Plan is valid for a period of five (5) years from the date of Planning Commission approval and will therefore expire December 13, 2022. Based on the discussion in this report and with the conditions and modifications listed below, Staff finds that the application meets and/or will meet all applicable Zoning, Subdivision, APFO, and FRO requirements once the following conditions are met:

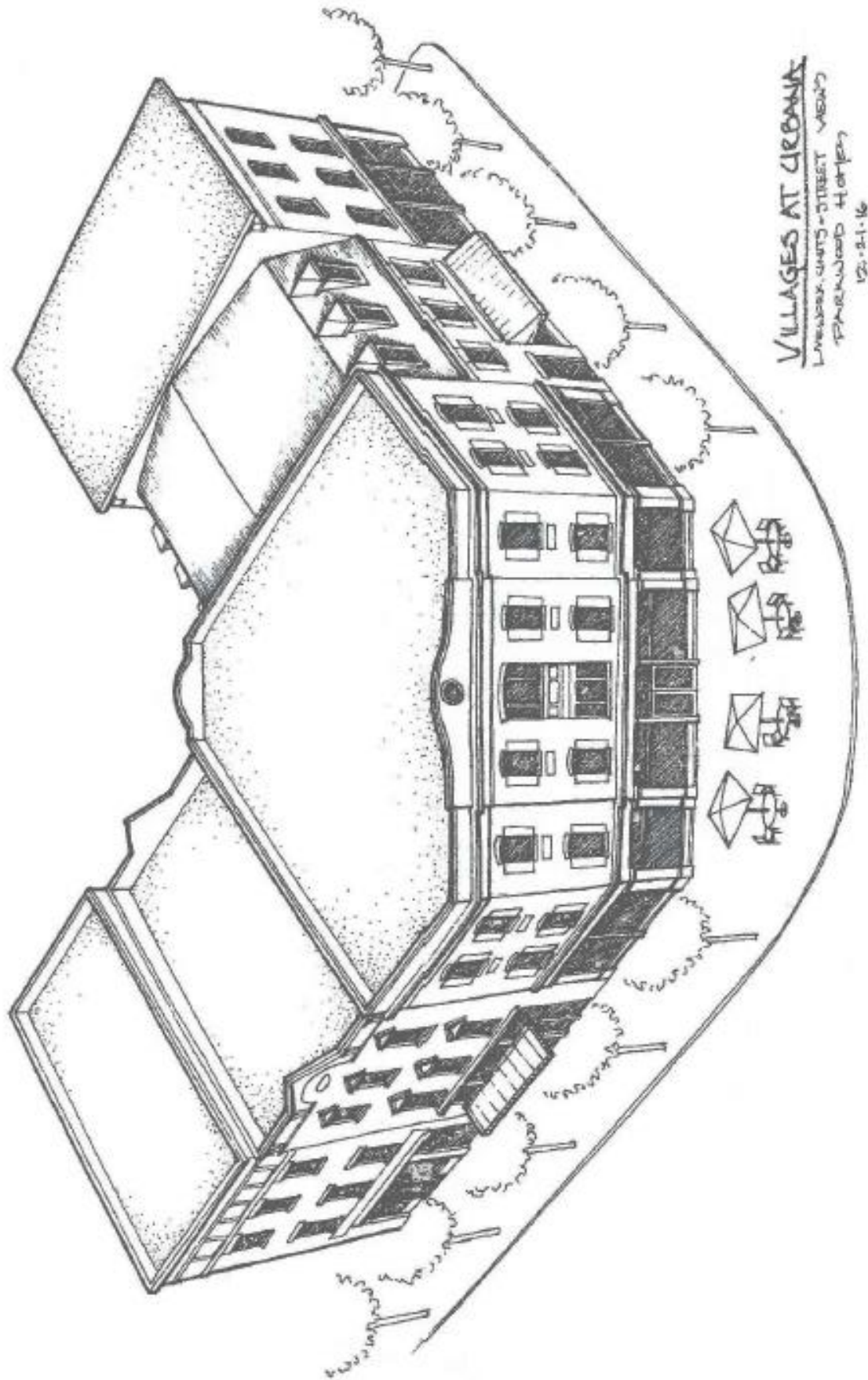
1. Address all agency comments as the plan proceeds through to completion.
2. The Applicant shall include all pertinent APFO LOU tracking notes on the final signature set, as requested by Staff.

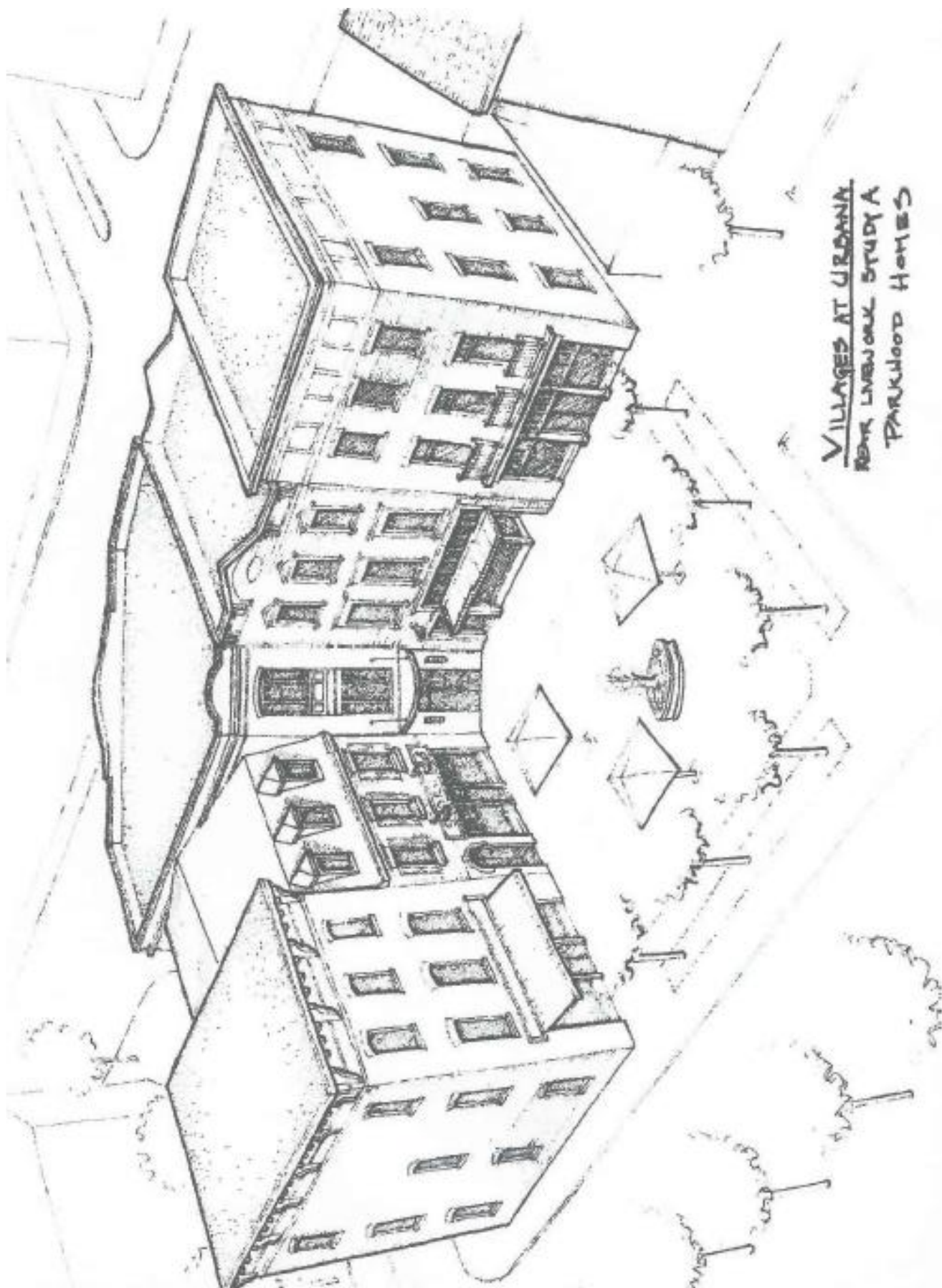
PLANNING COMMISSION ACTION

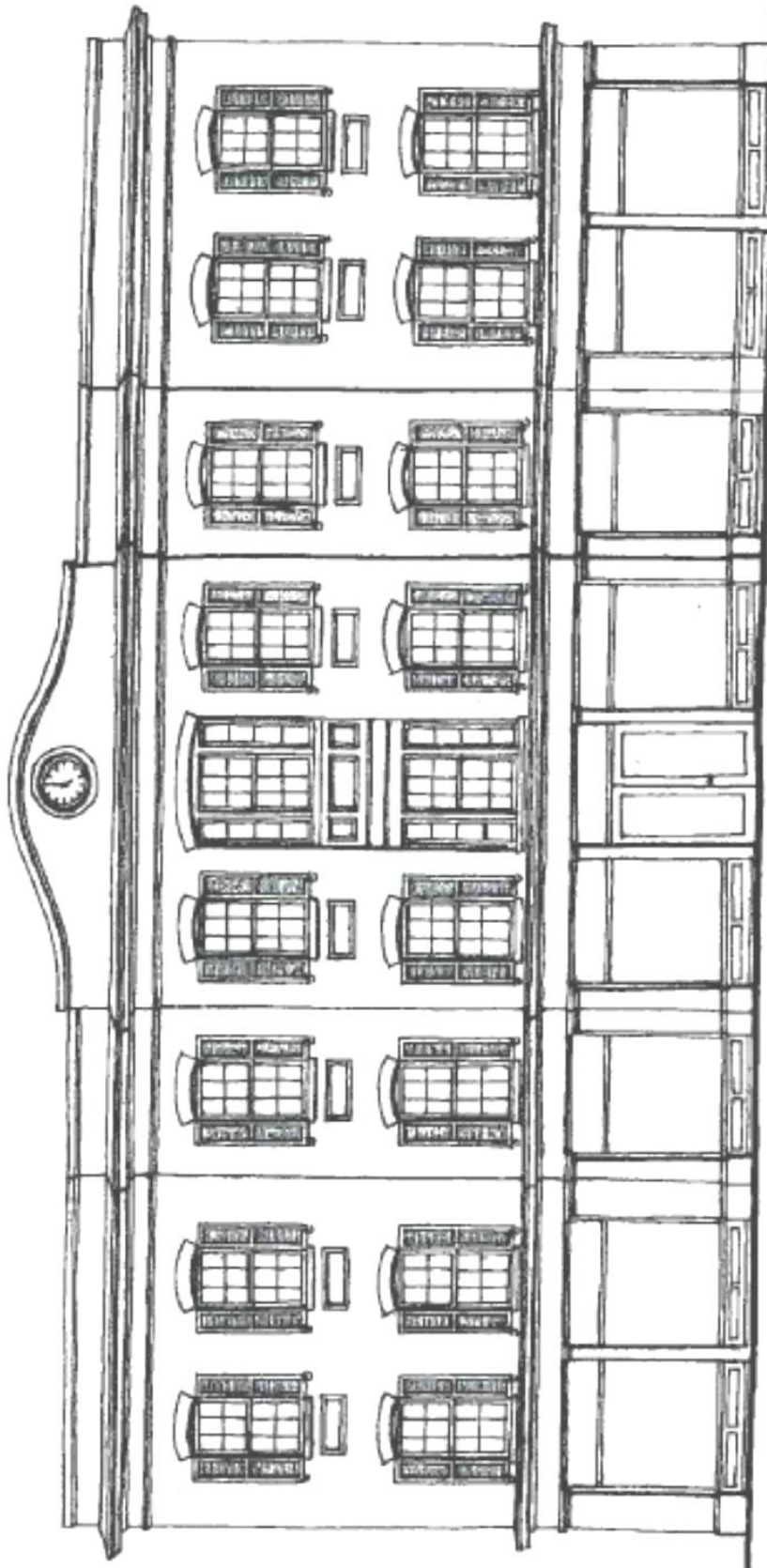
MOTION TO APPROVE

I move that the Planning Commission **APPROVE** Combined Preliminary/Site Development Plan #SP 01-36 (AP-17167) with requested modifications, and including APFO approval (AP-17522), for the proposed **Villages of Urbana Section M-1E Live-Work Units (Lots 1685-1694)** with conditions as specified in the Staff Report.

EXHIBITS – Project Renderings







URBANA - CORNER LIVEWORK UNIT

1/8" = 1'-0"

PARKWOOD HOMES

12-19-16